

# Michigan Department of Corrections



*2001*

“Expecting Excellence Every Day”

*Dear Michigan Citizens:*

*The format of this year's annual report will be different than in the past. We are including, at the front of the report, a description of the accomplishments of the department during the past decade. It gives us perspective to view our operations over a longer period of time. Doing so reminds us that we have made significant strides in an important number of areas. The achievements, I think, are those that protect the public and save taxpayer dollars.*

*Beginning this year, this report will not be printed but will be available only on the department's web site.*

*2001 was a very successful year. Escapes remained low; assaults on staff by prisoners continued to be down; homicides of prisoners were non-existent.*

*In the Field Operations Administration, several programs designed to treat drug offenders and to deter parolees from further drug use were very productive. The department's boot camp program – the Special Alternative Incarceration – maintained a high enrollment and graduation rate.*

*Technology made the job of managing more than 47,000 prisoners easier and more reliable. Photo identification of Michigan prisoners moved into the computer age as a new digital imaging system took over photographing and storing the images of prisoners. Other important technological advances, including development of a computerized information system to automate a significant portion of the prisoner transfer process, were reported.*

*Training continued to enrich the working lives of department employees. During 2001, more than 2,300 leaders were trained in about 90 sessions conducted by the Leadership Development Unit. Diversity training became part of the required new employee training during 2001.*

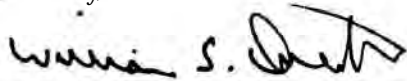
*Prisons continued to be good neighbors in 2001 while offsetting food costs. Vegetable gardens at prisons throughout Michigan yielded nearly 300 tons of vegetables and herbs in 2001, an increase of 110 percent over 2000. Much of the food – about \$207,000 worth – went to supplement prison kitchens and about \$34,000 worth of produce was donated to local charities. More than 2.3 million hours of public works and community service were given to communities throughout Michigan by offenders under the department's supervision.*

*Prisoners at Ryan Correctional Facility began refurbishing computers for Michigan schools early in 2001.*

*During 2001, the educational resources of the prison system were refocused to make sure all eligible prisoners have the opportunity to get their GEDs before parole. It was the first step in creating a more systematic and comprehensive approach to providing treatment programming, including vocational education, substance-abuse services and impulse control.*

*Budget cuts late in the year, unfortunately, resulted in employee layoffs in early 2002. Tight budgets will continue to be a factor of life as we continue into 2002. I am confident that the employees of the Michigan Department of Corrections are equal to the challenges we face.*

*Sincerely,*



*William S. Overton, Director  
Michigan Department of Corrections*



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*Cellblock at Bellamy  
Creek Correctional  
Facility in Ionia.*

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*First prisoners arriving at the Bellamy Creek Correctional Facility.*

## A decade in review

*Where there is no vision, the people perish . . .*  
Proverbs 29:18

And when the person upon whom the people depend for vision cannot implement plans to reach the dreamed-of realm, then the people not only perish; so, too, do their hopes for the prosperity of future generations.

In 1991, the vision of Gov. John Engler was to make Michigan's corrections system protect Michigan's citizens by making full use of viable alternatives to prison; by ensuring that proper oversight of offenders was maintained; by seeking savings through improved efficiency in every function and practice; and by creating new programs that would serve citizens.

By 2002, the governor's vision had become a reality, one with many success stories. Here are a few of them.

### Prison escapes fall to all-time lows:

In the 1990s and into 2001, fewer prisoners than in any post-war decade escaped from a Michigan prison. In 1999, no prisoner under the supervision of the MDOC escaped from a secure facility. This is compared to a one-year high of more than 500 escapes in 1985. In 2001, a total of eight persons escaped.

### USA Consent Decree termination:

Beginning with oversight by Gov. John Engler's administration, the department started to fulfill the USA Consent Decree requirements in earnest and to chart a course of compliance whereby the state would regain control of its prisons and honor its fiscal responsibility to taxpayers. The decree, an offspring of a suit originally filed by prisoners in the aftermath of the 1981 riots in Jackson, was terminated by the U.S. District Court in Kalamazoo.



### **Managed care for prisoners reduces medical costs:**

The department saved almost \$16 million in the first full year of a contract for managed care. The projected expense for prisoner hospital and specialty care for the year without managed care was \$50,371,300. Total expenditures came to \$34,473,600, reflecting an average hospital and specialty costs per prisoner of \$758 in FY1998 compared to \$846 in FY1997. Correctional Medical Services of St. Louis, Mo. (CMS) is the department's general contractor for specialty and off-site care of prisoners. The contract took effect in 1997. Additional savings per year have accrued since then, with an estimated savings through FY 2001 of more than \$45 million.

### **Michigan State Industries sets record in sales:**

Since 1997, MSI has set yearly records in gross revenue from the sale of its products. By 2000, MSI was operating 29 factories in 18 state prisons and one camp. Approximately 3,000 prisoners were put to work by the industries program during FY2000 to fill approximately 1,475 permanent work assignments. Prisoners earned an average daily wage of \$6.90 in 1999. Revenues, by year in millions, were: \$25.5 in FY1997; \$29.2 in FY1998; \$31.3 in FY1999; \$44.2 in FY2000. Revenues in 2001 dropped slightly reflecting the general economy.

### **The Michigan Parole Board overhauled:**

The parole approval rate for sex offenders in 1991 was 46.5 percent. In 2000, it was 13.9 percent. For other violent offenders, the parole approval rates for 1991 and 2000 were, respectively, 61.2 percent and 39.5 percent. The change is a consequence of changing the make-up of the board itself, converting seven civil servant positions into 10 appointees of the director. The change was made so that the members would be accountable for their actions.



*The department uses a managed care provider to control health care costs. The industries program, which pays for itself, teaches job skills and produces quality merchandise for non-profit and governmental agency purchase.*

## **The Michigan Prison Build Program created:**

The Governor established the Prison Build Program in cooperation with Habitat for Humanity of Michigan. Since the program's inception in 1998, enough housing components have been manufactured by prisoners to allow Habitat volunteers and others, including some prisoners, to build approximately 300 homes for Michigan families. Prisoners also manufacture cabinets and trim for the houses as well as grow various plants for landscaping around the homes.

## **Prisoners have been put in uniforms and property is being controlled:**

After 10 years of litigation, prisoners are placed in uniforms, and the type and amount of property they may possess is limited. Both measures were critical to ensuring the safety of staff and the prisoners themselves.

## **Greater use of community sanctions has slowed the growth of prisons:**

In an 11-year period, from Dec. 31, 1990, to Dec. 28, 2001, Michigan's prisoner population rose from 34,209 to 49,127 – an increase of 43.8 percent, or a growth rate of 3.98 percent per year. By comparison, under former Gov. Jim Blanchard, the prisoner population more than doubled, increasing from 15,082 on Dec. 31, 1982, to 34,209 on Dec. 31, 1990 – an increase of 126.8 percent, or a growth rate of 15.85 percent per year for the eight-year period.

## **Addressed Female Prisoner Complaints:**

Resisting political pressure that was built on bogus claims of widespread sexual assaults of female prisoners, the MDOC was able to settle two cases -- *USA v. MDOC* and *Nunn v. MDOC* -- without having to resort to the radical changes called for by a



*Prisoners involved in the Michigan Prison Build program (above) learn real-world skills. Below, a female prisoner in uniform at Camp Brighton.*

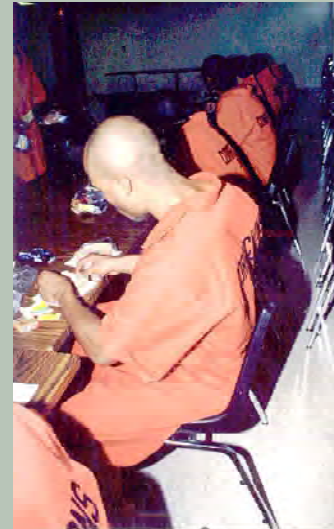
handful of extremist groups.

## **Double-bunking saves millions without jeopardizing safety:**

The MDOC began widespread use of so-called “double-bunking,” which is the practice of housing multiple prisoners in one living area. Proper use of this form of housing prisoners saves taxpayers’ dollars because of the decreased need for building additional cells and/or housing units; it also does not impair the ability of the department to safely and humanely house prisoners.

## **Drug Treatment and Prevention:**

The department dramatically increased the number of offenders involved in substance-abuse treatment. Residential substance-abuse treatment programs were started at three prisons and testing became more widely used. Inside prisons, numerous changes were made to the mail and visitation policies in an attempt to thwart the passage of contraband using mail or couriers. Greater staff training of drug awareness as well as widespread testing of employees for the first time were also implemented.



*Parolees in the STOP II program above spend three days in a corrections center as punishment for failing drug tests.*

# Achievements

## Protecting Michigan communities

The primary goal of the Michigan Department of Corrections is protection of the public. It does that through the confinement of convicted offenders who have been sentenced to prison or to supervision while in the community.

### Institutions

Less than half of the convicted offenders under the supervision of the Michigan Department of Corrections are in prisons. Nonetheless, those offenders are considered the most problematic and potentially dangerous. Maintaining safe prisons which effectively confine offenders until they are legally released takes the majority of the department's annual operating budget.

### **Escapes**

While offenders are in prison, the department has a responsibility to keep them in confinement and to maintain their safety.

Preventing escapes is a critical goal for the department. Elaborate perimeter

security systems, sound classification, good procedures in prisoner movement and extensive training of security personnel are the tools used to prevent escapes. By the end of 2001, all camps and the dormitory at the Michigan Reformatory had buried fabric and electronic detection systems installed. These electronic detection systems at the camps and dormitory give the department an extra edge in preventing escapes.

During 2001, a total of eight offenders escaped from secure facilities or a corrections camp. In 2000, there were 12 escapes from secure facilities and camps.

Escapes have declined substantially over the past decade as the department has focused more attention on their prevention. In 1985, a total of 516 prisoners escaped from camps, the state's boot camp program and Level I prisons. Another 11 escaped from more secure facilities.

### **Homicides**

Homicides of prisoners inside state facilities have remained at very low levels



*Trained staff, sound classification and well-designed security systems help keep escapes and other critical incidents low.*

since 1995. Since that year, there has been an average of only one homicide a year. In 2001, there were no homicides.

Prison officials believe the low number of homicides, like escapes, is the result of many factors, including sound classification, the number of Level V facilities, detention and administrative segregation beds, the ability to move prisoners from one prison to another to separate enemies, and staff training, which helps officers identify predators and recognize potentially volatile situations before they turn violent.

### **Keeping track of security threat groups**

Identification of gang members and Security Threat Groups (STG) is considered an essential ingredient in preventing violence inside state prisons and can be helpful to outside law enforcement agencies.

The STG program was selected in 2001 as the “single most effective program of its kind in the USA today” by the National Gang Crime Research Center.

Under the efforts of the department’s STG coordinator, staff share information on prisoners’ behavior via an

automated tracking system that includes information on prisoners who have been identified as STG members. Staff have been trained on how to recognize gang activities and members. STG coordinators exist at each prison.

The electronic tracking system, which is accessible to STG coordinators at each prison, also gives staff information on each of the STG identified in the department.

The STG policy was adopted to help the department gain strategic intelligence by monitoring the dynamics of groups involved in introducing contraband, in escape plots and in violence related to turf disputes, debt collection and other activities.

Because of the accuracy of information available throughout the system, the MDOC’s credibility with outside law enforcement agencies including the Michigan State Police, the FBI and the Drug Enforcement Agency has been reinforced.

The gang coordinator routinely exchanges information with these agencies which helps the department keep track of new behavior among gangs. The department also alerts local law enforcement agencies when prison gang members are released.



*Extensive training in identifying the signs of STGs and in dealing with prisoners who are members of such groups has earned the department national awards.*

### **Using the web to keep the public informed**

The department's web-based Offender Tracking Information System (OTIS) was expanded during 2001 to assist members of the public, the criminal justice system and state and local agencies in finding desired information quickly.

Since OTIS was put in place, the department has received tips about parole absconders which has resulted in the capture of dozens of offenders.

Information about offenders now includes the type of conviction, the names of co-defendants, the date of the offense and any supervision conditions if the person is on parole or probation. Digital photographs of offenders other than probationers also exist in cases in which the persons remain under the department's jurisdiction or had digital photographs taken before they left the system.

In the past, OTIS contained only information about parolees and prisoners. It now contains information about probationers.

Members of the public who use OTIS include victims, the media and offender fami-

lies; members of the criminal justice system including defense attorneys, prosecutors and law enforcement officers; members of other public agencies include Friend of the Court, the Family Independence Agency and the Department of Community Health.

### **Community Supervision**

Special monitoring of some offenders, including those with substance-abuse problems and those who have committed sex crimes, is an important tool in safely managing offenders in the community. Those efforts continued and intensified in 2001.

#### **Special offenders**

The Field Operations Administration (FOA) provides intensive supervision and contracts for specialized treatment for sex-offenders on parole or probation. At the beginning of supervision, each sex offender is assigned to an agent specializing in sex offender supervision.

Historically, the criminal justice system has managed sex offenders as if they were the same as other criminals. How-



*Agents receive special training to supervise certain offenders, including those who have committed sex crimes and those who have serious substance-abuse problems.*

ever, research suggests sex offenders are distinctly different from other offenders in that they show a life-long propensity to sexually re-offend.

As information about the nature of sexual offending continues to emerge, traditional methods of managing this population are being replaced by creative strategies that emphasize an integrated approach to community supervision. Often referred to as the "containment approach," it is designed to coordinate the surveillance, supervision and treatment of sex offenders by establishing a collaborative network effort across criminal justice and treatment systems.

The containment model is a method to supervise sex offenders in the community without the presumption of a complete cure. Public safety and victim protection are addressed by strategies that rely on agency coordination, multi-disciplinary partnerships and job specialization. The collaboration between parole and probation officers, police agencies, prosecutors, private-sector therapists and polygraph examiners decreases the typical fragmentation of agency responsibilities. The sex offender is held accountable at every step of the way.

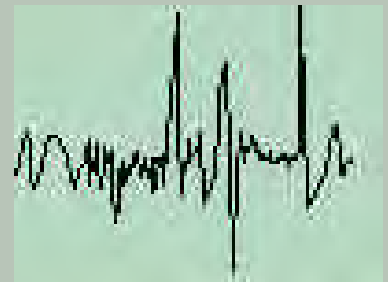
FOA agents assigned to

these caseloads receive training in supervision techniques that relate to the management of this unique population. The creation of these caseloads has allowed FOA to develop working relationships between sex-offender treatment providers, the supervising agent and police agencies in the community. The intensive supervision provided by this continued collaboration reduces the risk the sex offender poses to the public.

Agents specialize in identifying behavior that signals the early stages of an offender's assault cycle. If these behaviors (or triggers) are identified, the agent quickly intervenes and uses a number of alternatives including violation proceedings, to disrupt the assault cycle before a re-offense can occur.

The polygraph is a monitoring tool that complements and improves supervision of the sex offender. During 2001, a pilot polygraph program for parolees in Michigan was expanded from Wayne County to three additional counties – Genesee, Lapeer and Muskegon – to determine what type of sex offenders are best suited for the process.

The parolee pays for the cost of the examinations, which are administered within the first 30 days after their release, and at other regularly scheduled



*Electronic monitoring, above, and polygraph examinations are two of the many tools used by field agents in supervising offenders in the community.*

intervals during their supervision and treatment.

Before the first examination, the parole agent along with the polygraph examiner and sex offender therapist work together to determine what behaviors seem to trigger a sex-offense in that particular offender. The polygraph then focuses on those trigger behaviors. Based on statements the offender makes during the polygraph exam, the agent may decide to change an offender's employment or other living arrangements to avoid those triggers. Results may also be used to increase the frequency of treatment or focus the treatment on specific issues.

The pilot began in 1999. It is being evaluated by a national expert on polygraphs at Michigan State University. Once the pilot is complete, the optimum frequency of testing and the type of sex offender most in need of the additional control that polygraphs can offer will be determined.

### **STOP II**

Another large group of offenders have serious substance-abuse problems. While on parole, they can be monitored for use in a program that requires immediate sanctions for those testing positive.

Called STOP II (Short Terms of Punishment), the program has cut drug use among parolees and is expected to reduce criminal activity and technical parole violations associated with drug use. By the end of 2001, more than 1,100 parolees were enrolled in the program.

About 3 percent of the STOP II participants test positive for drugs during the course of their 10-month enrollment period. This compares with about 20 percent of parolees in general.

Participating parolees call a toll-free number Monday through Friday to find out if they have been selected for testing that day. If selected, the parolee is required to report to a corrections center, a probation residential center or the jail for testing. Should the parolee fail to report or test positive, he or she is required to serve an immediate three-day sanction in the center or jail.

In 2001, the department began searching for alternative locations for testing and incarceration in Adrian and Muskegon because of the closure of corrections centers in those communities. Centers are being phased out because of the Truth-in-Sentencing law which requires that offenders be kept in prison for their entire mini-



***STOP II is a successful deterrent to further drug use by parolees. Positive tests result in immediate sanctions. Above, is the Woodward Center, one of the corrections centers used to house parolees who fail drug tests.***

mum sentence.

STOP II was started in 1998 in Saginaw and Muskegon and was expanded to Flint, Detroit, Battle Creek, Benton Harbor, Grand Rapids and Kalamazoo. The goal is to enroll roughly 10 percent of the state's parole population.

### **Alcohol monitoring**

The department is always looking for better ways to monitor offenders who are supervised in the community.

It is believed that with the right supervision tools, many offenders can be maintained safely at home. Often, it's just a matter of finding the right tool.

Those offenders who abuse alcohol and particularly those who drive while drunk present special supervision challenges.

Until fairly recently, there were few ways to efficiently monitor their drinking. They could take a Breathalyzer test at 4 p.m. and be drunk a couple of hours later, but by the time they were tested again, even the next day, the alcohol was out of their system.

Now, a device is available that allows testing for alcohol use to occur as often as an agent deems necessary – typically three times a day –

from the offender's home.

Called the Sobrietor, the hand-held device which ties the offender's voice on the telephone to a Breathalyzer test, became available in 2001 for statewide use.

The Sobrietor, which hooks to the offender's telephone, uses voice identification to make sure the testing is being conducted on the right person. The testing times are determined by the probation agent and monitored at the department's Electronic Monitoring Center.

In some locations, the probationers using the Sobrietor are also on electronic monitoring.

Through the Electronic Monitoring Center, the Sobrietor calls the offenders periodically based on their working schedules. If they leave for work at 8 a.m., they could be tested before they leave for work. If they come home for lunch, they could be tested then, and they are also likely to be tested after they return home in the evening. They could be randomly tested throughout the day, particularly on their days off.

They take the test by breathing into the device through their mouths after being identified as the correct offender



*Sobrietors help monitor offenders with alcohol problems more closely.*

through voice identification.

Positive results are sent to the probation agent in the same manner that violations of the electronic monitoring perimeters are reported.

Offenders pay \$7.50 a day for the Sobrietor. If they are on electronic monitoring, the total cost for the monitoring plus the Sobrietor is \$9 a day.

Officials believe the testing device increases the detection of alcohol consumption which is the first step in dealing with the abuse and then working to prevent it.

By the end of the year, more than 180 offenders were being monitored.

### Victim notification

The department has notified victims about the status of prisoners since passage of the state's Crime Victim's Rights Act in 1985. In 2001, more than 24,857 crime victims and relatives of victims as well as prosecutors and other law enforcement officials were notified of prisoners' movements in the MDOC.

Notification by the MDOC is made through written correspondence from the Crime Victim Notification Unit in Lansing. Additionally, if an escape occurs, staff at the facility where the escape

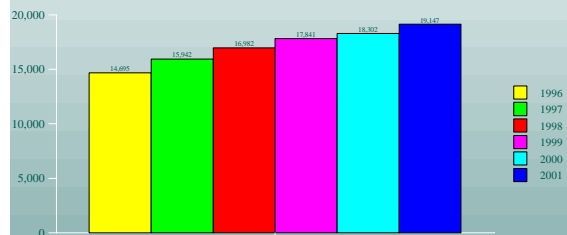
occurred also notify the victim by telephone.

The MDOC currently notifies the victims upon their request of:

- The earliest parole eligibility date of a prisoner
- The release of the prisoner to a community residential program (CRP) and transfers from one CRP location to another
  - The transfer of a prisoner to a minimum-security facility
  - Discharge of the prisoner, which is sent 90 days before the prisoner is discharged
  - A public hearing regarding a reprieve, commutation or pardon of the prisoner's sentence by the Governor or a public hearing scheduled for a prisoner serving a life sentence
  - Information on the victim's right to address or submit a written statement for consideration by a Parole Board member not less than 30 days before the Parole Board begins consideration of parole
  - Notice of a Parole Board decision within 14 days of the decision
  - Placement in the Special Alternative Incarceration program or boot camp
  - A legal name change of the prisoner
  - Escape

## Michigan Department of Corrections

Persons Active in Crime Victim Notification Program



### Serving Michigan communities

Helping the public through various efforts – some involving the work of prisoners – is an important part of the department's operation. During 2001, efforts continued to provide low-cost housing for Michigan families through the work of prisoners in the Prison Build Program. Michigan State Industries began a program of reconditioning old computers for schoolchildren and the department began a program to increase the collection of restitution for Michigan victims of crime.

Hundreds of miles of highway were cleared of trash by offenders supervised by the department and millions of hours of work were done for Michigan communities and state agencies by prisoners, probationers and parolees.

Helping local communities deal more effectively with their offenders continued as a major effort during the year with the department helping to fund local programs and expand jail capacity. Counties were paid to house offenders who might otherwise have come to prison.

#### Michigan Prison Build – Continued Progress in 2001

The Michigan Prison Build program made substantial progress in 2001 toward achieving the goal of creating an integrated process in which housing components and horticulture products are made for low-income families and in which prisoners are trained for successful reentry to the community.

The program, which began in 1998, has produced wall panels for more than 300 houses since its inception. It is considered one of the department's premiere programs in which both prisoners and the general public benefit.

The quality of the program was acknowledged in 2001 when it was named a semi-finalist in competition sponsored by Harvard University and the Council for State Governments. The department's director was named a member of the Habitat for Humanity International's first national advisory board for prison partnerships.

Habitat for Humanity International recognized the department as one of the top



*Above, female prisoners from Camp Brighton work on a Habitat for Humanity house in Lansing. Below, volunteers take walls assembled by prisoners and construct a house in Grand Rapids.*

five programs in the nation working for Habitat families.

During the year, 114 sets of walls were built at the Richard A. Handlon Correctional Facility, the Straits Correctional Facility, the Thumb Correctional Facility, the Saginaw Correctional Facility and the Mid-Michigan Correctional Facility.

Other events in 2001:

- The first wood base-ment foundation was completed by inmates at the Mid-Michigan facilities for the Gratiot County Habitat for Humanity affiliate.

- The first Prison Build Program catalog of products was produced and distributed.

- The Western Wayne Correctional Facility became the newest member of the program by helping female offenders build furniture items for Habitat children.

- Minimum-security females at Camp Brighton became the first inmate volunteers to work on a Habitat site. They helped out at a Lansing home being constructed by the Lansing Habitat for Humanity affiliate.

- Prisoners at the Deerfield Correctional Facility built 25 sets of kitchen and bathroom cabinets and milled the trim for 11 Habitat homes.

- More than 500 horticulture items were grown for



Habitat homes by prisoners at the Gus Harrison Correctional Facility, the Huron Valley Correctional Facility, the Richard A. Handlon Correctional Facility, the Lakeland Correctional Facility and the Kinross Correctional Facility.

- The Saginaw Correctional Facility completed a new site for the program which can handle the construction of three homes at one time. It also began building a model home which is being used to teach prisoners construction techniques.

- Reintegration Michigan, Inc., a non-profit corporation, was established to coordinate aftercare programs for ex-offenders.

- The program gained approval from the Michigan State Housing Development Authority (MSHDA) in 2001 to begin producing complete housing for the MSHDA Replacement Program.

*Prisoners load walls on a National Guard truck to take to a building site. The National Guard saved Habitat for Humanity about \$65,000 in 2001 in delivery charges. Below, right, Michael Green, head of the Prison Build Program, with a guardsman who had just returned from Siren, Wisconsin, where housing components helped rebuild a community after a tornado.*



The Michigan National Guard continues to deliver completed housing components for the program, which saved Habitat for Humanity more than \$65,000 in 2001.

### **Community Alliances**

Two major funding programs – the county jail reimbursement program and the grant program administered by the department's Office of Community Corrections (OCC) – offer financial incentives to local governments to provide local sanctions for certain crimes and certain offenders, thus saving costly prison beds for violent, assaultive or repeat offenders.

Under the reimbursement program, counties have been paid more than \$139 million to house certain offenders in local jails instead of sending them to prison.

In FY2001, the department paid more than \$17.1 million to counties to house nearly 4,700 offenders in county jails rather than sentence them to prison.

The OCC-administered grant program has provided grants totaling more than \$246 million to counties to help them better manage their offenders through a variety of programs, including probation

residential treatment and jail bed expansion.

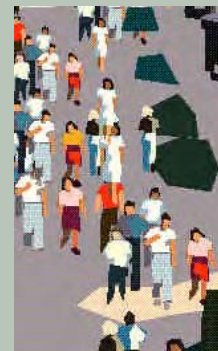
In FY2001, OCC awarded \$27.8 million in community corrections funds to support community-based sanctions and services in 71 counties.

During the year, the department responded to sentencing guidelines, which went into effect in December of 1998, by providing local jurisdictions participating in the community corrections program with more resources, technical assistance and training.

The assistance was geared toward helping identify felons likely to be sentenced to prison under the new guidelines and to match these offenders to the appropriate interventions.

An increased emphasis on treatment-oriented programs, funded in part or entirely through OCC-administered grants, continued in 2001.

More offenders with higher sentencing guideline scores and probation violators were enrolled in local residential treatment programs. Such increases are expected to continue as increasing numbers of offenders are sentenced under the new guidelines and as greater reliance is placed on using combinations of jail and other community-based programming for those offenders



*Community support in dealing with offenders is the sole purpose of the Office of Community Corrections.*

who score out under the guidelines for either prison or community sanctions.

Many prison-bound property or drug offenders with substance-abuse problems were identified for programs such as cognitive behavior restructuring. A number of jurisdictions initiated these types of programs in 2001.

Educational programs were enhanced with the use of computer-assisted instruction. These services are being made available in jails, residential centers and at other locations. The programming has been developed through partnerships with local school districts.

The emphasis on employment continued in 2001. The focus has been not only on job placement but on education, employability, employment and job retention.

Increasingly, employment needs are being addressed through partnerships with Michigan Works! agencies.

Use of probation residential services continued to be a valuable asset in 2001; the average daily population in residential programs increased from 588 in FY1995 to 906.2 in FY2001.

It is believed that local communities and criminal justice practitioners are be-

coming more accepting of such programming and that increasing emphasis is being placed on short-term residential services followed by day reporting, residential substance-abuse services and outpatient treatment as part of a continuum of sanctions and services.

It is expected that the new sentencing guidelines have and will produce increased demands for residential services for those offenders with guideline scores in the straddle cells and those at the high end of the intermediate sanction cells and thereby likely to go to prison. It is expected that such offenders might face a term in jail followed by placement in a residential program.

Increased use of residential services contributes to reductions in prison admissions, reductions in length of stays in jail and in increased offender rehabilitation.

From FY1996 through FY2000, a total of \$11.6 million was awarded to help counties expand jail capacities or to increase the availability of beds in residential programs. Through September 2001, a total of 1,786 beds have been added to local jails and 151 were added to residential centers. The projects, when completed, will increase local bed space by a minimum of 1,940 beds.

The additional jail beds



***New Paths in Flint (top picture) is a residential center for probationers partially funded through grants administered by OCC. Below, an offender in the restitution enforcement program in Kalamazoo.***

reduce jail crowding, improve jail management, reduce liability risk and increase the community's ability to house sentenced felons.

### **Production on refurbished computers for schools underway at Ryan**

During 2001, prisoners reconditioned and brought up to state standards a total of 900 computers, making them ready for the eager hands of schoolchildren.

The prisoners work in Michigan State Industries (MSI) at the Ryan Correctional Facility in Detroit.

For just \$150 each, a school district can purchase a refurbished computer that includes a monitor, a sound card, a CD ROM, speakers, the keyboard and a mouse. In cooperation with Microsoft, the Windows 98 operating system is being loaded on the systems free of charge.

Approximately 5,000 computers have come in from various state agencies, but MSI is working to get donations from private organizations and other groups to begin fulfilling its commitment to provide computers for all Michigan schoolchildren at a nominal cost.

Gov. John Engler announced the program in 1999, saying: "We should

always try to find ways for prisoners to pay us back with more than time. The Computers for Schools program will be another good way to do this. At the same time, it will provide children with an important learning tool."

In a 30,000-square-foot factory at Ryan, 22 prisoners, under the direction of Superintendent David Keith and two assistants, have been working on the computers since earlier this year.

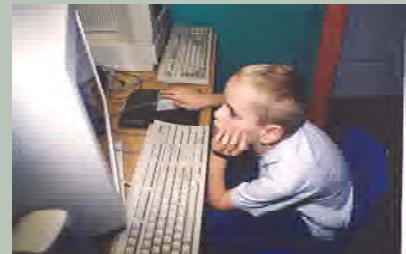
The long-term goal is to not only employ the prisoners, but to also get them certified as A+ technicians and to refurbish approximately 3,000 computers annually.

A+ certification is an industry standard which will allow the prisoners to seek employment upon their release.

Prisoners, under the supervision of the civilian bosses, are cleaning the computers, checking them with diagnostic software and making any needed repairs. Most repair parts are salvaged from the donated machines. Working computers are matched up with working keyboards, monitors and cabling.

Any needed upgrades such as additional memory, CD-ROM expansions and installation of larger hard drives are also made.

Before the prisoners



*Prisoners at Ryan Correctional Facility fix donated computers for schoolchildren like the one above at a private school in Jackson.*

begin their tasks, staff disassemble the machines and check for contraband and weapons, erase the hard drives and inventory the components.

Only computers that meet or exceed the minimum standards set by the state or region are sold.

### **Restitution enforcement program returns \$21,000 to victims**

A new restitution enforcement program at the Kalamazoo Residential Programming Center returned nearly \$21,000 to victims of crime in 2001.

In operation since early in 2001, the program requires selected parolees and probationers to live in the center for at least three months while they work and make restitution payments.

The offenders, who are referred to the program by parole agents and judges, are those who have not been making payments or have been slow in making payments. Many are unemployed when they come into the program.

While in the program, the offenders also pay room and board, which is \$21 a day. They are allowed out of the center only for their jobs and a few hours each month for

shopping, banking, haircuts, doctor's appointments and other pre-approved reasons.

Offenders generally pay one-half of their paychecks toward restitution and the rest goes toward room and board at the center. Offenders generally keep about \$10 a week for bus fare and other personal costs.

The calculations for rent and restitution payments are based upon the participants' net earnings which may include deductions for court-ordered child support.

The program not only ensures that victims of crime get restitution ordered by the court and the Parole Board, it helps some offenders find and keep a job by providing structure they did not have in the past.

### **Public Service Projects and Highway Cleaning**

More than 2.3 million hours of work were done in communities throughout Michigan by offenders under the jurisdiction of the department in 2001. Of those hours, about 1.4 million were performed by prisoners in facilities and the rest by probationers, parolees, correction center residents and boot camp trainees.

The work is either called community service, which is the



*Offenders in the restitution enforcement program live in the Kalamazoo center where they are required to work and pay restitution.*

work offenders living in the community do as part of their punishment, or public works, which is work done by prisoners while they are housed in state facilities or parolees in Technical Rule Violation Centers.

Level I (or minimum security) prisoners housed in facilities approved by the deputy director of the Correctional Facilities Administration who meet certain strict criteria are eligible for public works assignments.

Among the many public works and community service projects undertaken in 2001:

- Crews thinned national forest areas and prepared logs and other materials for erosion control projects on area creeks and streams. Log structures were built into the stream banks to divert silt and sand deposits which will also improve fish habitats.

- At the Baldwin Ranger Station, crews constructed wood duck houses for distribution and set-up in the area. Bat houses also are being built to attract bats which, in turn, control mosquitos.

- Crews in Muskegon County cut and chipped brush along roadsides and intersections. They washed county vehicles and did general housekeeping at road commis-

sion buildings. Crews also cleared up problem beaver dams that caused flooding on low-lying county roads.

- Probationers in Muskegon worked off community service hours by helping at various outdoor functions and for the Habitat for Humanity. They worked at local soup kitchens, for Meals on Wheels and the American Red Cross where they help set up blood drives and cleaned the CPR instructional mannequin.

- A crew from the Gilman Technical Rule Violation Center helped move the White Lake Police Department to a new location, re-open a converted senior citizen center and renovated the community township center. This latter job included painting the entire facility and stripping and varnishing the wooden floors.

Offenders also pack food for the needy at a food bank, erect snow fences at a state park, plant flowers, clean up fairgrounds, sort clothes at a thrift shop, clean zoos, paint fences, mow grass, maintain public golf courses, clear drainage ditches, clean cemeteries and construct ramps for handicapped persons.

A major annual job for the department is the cleanup of hundreds of miles of state and local roads throughout Michi-



*Prisoners and other offenders take on jobs that would not get done if not for their efforts.*

gan. In eastern and central Michigan alone, about 54,000 pounds of garbage was collected from along 250 miles of road.

The department focuses on safe, humane and efficient supervision of the 116,000-plus offenders it manages inside

prisons and in the community. As always, cost-effectiveness – getting the most services and safety for the least amount of dollars – is the goal. Toward that end, the department continued to develop and expand programs and activities that would help it achieve its goals.

## Managing the state's resources

The department is always cognizant of the finite resources of Michigan's taxpayers and is constantly looking for ways to off-set the costs of managing offenders. Requiring offenders to pay for as much of the cost of incarceration, non-emergency health care costs, supervision and living expenses in the community as possible also has a therapeutic value. It mimics the real world, where residents must pay for their health care, living costs and other debts.

### Offenders paying their own way

#### **Health Care Co-Payment**

Prisoners pay a \$3 co-payment when they request routine medical care except in some cases. Those cases are when it is a work-related injury documented by the prisoner's work supervisor, when it is for testing for communicable diseases such as AIDS, when it

is a mental health care need or when it is an emergency. If the emergency is due to an intentional self-inflicted injury, the prisoner is responsible for the full cost of the care. If the prisoner has no funds, treatment is still provided and the fee is considered an institutional debt. Negative balances can be referred to the Department of Treasury for collection after the person is released from prison. So far, the co-payment has helped to dramatically reduce requests for unnecessary health care appointments by offenders. The reduction in frivolous requests for health care, in turn, has led to more proactive nursing contacts to prevent illnesses among prisoners and, therefore, lower costs to taxpayers. During the 2001 fiscal year, prisoners paid \$168,020 in co-payments.

#### **Prison Reimbursement Act**

This law — MCL 800.401 — allows the Michigan



*Prisoners at the Carson City Correctional Facility (middle) working in the prison warehouse; bottom, prisoners shoveling snow at the Baldwin Technical Rule Violation Center.*

Attorney General, on behalf of the state, to collect money from prisoners to help defray the costs of imprisonment. The state seeks reimbursement if a prisoner has enough money to recover 10 percent of the estimated cost of imprisonment or 10 percent of the estimated cost for two years, whichever is less. During the 2001 fiscal year, a total of \$1,205,318 was collected for the state's coffers.

## ***Payment for Electronic Monitoring***

State offenders being supervised with electronic monitoring equipment pay a daily fee of \$7.50 which is the basic cost of monitoring one offender for one day. During the 2001 fiscal year, \$4.4 million was collected from offenders.

## ***Payment for Community Corrections Centers***

Prisoners and parolees in community corrections centers are required to pay their own support by paying board and room. The cost of housing at a corrections center is determined annually by the deputy director of the Field Operations Administration. Those unable to fully reimburse the state for costs are required to perform community service work in lieu of payment. A total of \$1.9 million was

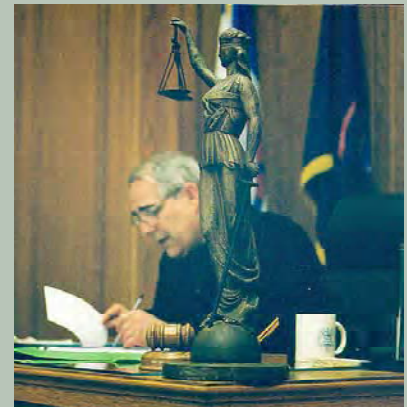
collected to pay board and room during the 2001 fiscal year.

## ***Parole and Probation Supervision Fees***

Supervision fees, ranging from \$10 to \$30 a month, are charged to offenders on probation and parole. The fee is calculated based on the offender's projected monthly income and financial resources. A total of 20 percent of the money collected by the department is kept for administrative costs and for enhanced offender services which can include counseling, employment training and placement and education. During the 2001 fiscal year, nearly \$8.2 million was collected for these fees. Besides helping to offset the cost of state supervision, the fee requires offenders to help repay the damage they did when they committed their crimes. Increases in fee collection are the result of probation and parole agents holding offenders accountable for their behavior and assisting them in finding and maintaining employment.

## ***New prisoner transfer, transport system to speed process of moving prisoners***

A new computerized information system called TRATS, which is part of OMNI, will eventually automate a significant portion of the prisoner classification and transportation system.



*Offenders in residential centers and on electronic monitoring help pay to offset costs of the programs. They also pay supervision fees, some of which offset the cost of state supervision.*

In 2001, it began running at the Saginaw Correctional Facility and at the Egeler Reception and Guidance Center.

Every year thousands of prisoners are transferred from one prison to another to meet security and programming needs.

The process of selecting prisoners for transfer and the coordination of that movement to minimize transportation costs is complicated and time-consuming.

It involves many manual processes, including reading inmate files to search for relevant documents such as SPONs (Special Problem Offender Notification), classification screens, medical profiles, misconduct reports and the prisoner's Transcase.

When the system is searching for 25 Level II prisoners to move to a Level I prison, for example, the process can be lengthy and even chaotic.

TRATS will automate a significant portion of the search.

Transfer coordinators at prisons will be able to get a vast amount of timely information from a computer that will help them locate the appropriate prisoners for transfer to another facility.

By putting criteria into the TRATS programs such as a list of Level II prisoners who could be transferred to another Level II prison, the coordinator or the Central Office transfer and classification staff can locate the

appropriate candidates without sorting through file material.

The program will draw from OMNI and other databases to find out which prisoners meet the criteria. Misconducts, medical profiles, SPONs, classification screens and Transcases, among other reports, will all be checked. The system will even generate a list of potential transfer locations based on the criteria selected.

In Lansing, where the classification director and his staff are required to approve certain transfers, the list of prisoners can be pulled up to review before approval.

Once approval occurs and the details are created, the program will search for all transportation details approved for a certain date so that a transportation trip can be scheduled. Coordination in this manner has the potential to combine transportation trips.

The system also simultaneously codes the transfers of all prisoners in the CMIS system rather than requiring someone to go into CMIS and code a transfer for each prisoner separately, a time-consuming action that opens the door for mistakes.

At the receiving institution, the system allows automated and simultaneous coding of the prisoners as having been received.

One of the biggest benefits, though, will probably be the information the department can



*Transportation officers shown above at the Jackson complex are among the most highly trained in the department.*

generate about transportation costs, classification waivers and departures and other statistical information.

Development of TRATS is only one of a number of actions being taken now to more fully automate the processing of new prisoners at the reception centers and their classification to a prison.

Those who classify prisoners are already filling out the department's classification screens on their computers.

The OMNI system, which will eventually replace CMIS as a major database of all felony offenders in Michigan, will manage and coordinate many of the processes involving prisoners in the future.

### **MDOC refocusing resources to help prisoners get GEDs sooner**

During 2001, the educational resources of the MDOC's prison system continued to refocus on making sure all eligible prisoners get their GEDs before parole consideration. It is the first step in creating a more systemic and comprehensive approach to providing treatment programming, including vocational education, substance-abuse services and impulse control.

The initial goal is to make sure prisoners are earning a GED before parole consideration, but the bigger objective is

improving the preparation, in general, of prisoners for release so they have a better chance of succeeding as free citizens.

By Oct. 1, 2001, a total of 20 designated prisons housed centers that focus almost exclusively on providing Adult Basic Education (ABE) and the classes necessary to earn a General Education Development (GED) equivalency degree.

The department's Education Steering Committee, composed of school principals, the regional prison administrators and representatives of the department's management information system, selected the prisons to house these ABE/GED centers. The criteria included the number of prisoners expected to need GEDs, the geographical locations of the prisons and the pre-existence of quality educational programs such as those found at the Newberry Correctional Facility and the Richard A. Handlon Correctional Facility.

Female prisons are not affected because there are only three facilities and resources do not have to be spread so widely.

Creation of these 20 ABE/GED centers will allow the department to focus its resources on a limited number of locations and to create a culture in the prisons that will expedite the education of prisoners.

The department wants the prisons designated to house these centers to see education and completion of GEDs as one



***GED completion is stressed in Michigan prisons and is required prior to parole for most offenders. Vocational education, including machine shop work at the Richard A. Handlon Correctional Facility, is also important.***

of their most important operational goals. Newberry's GED program is an example of a prison which has focused on education as its primary goal. More prisoners successfully complete a GED annually at Newberry than at any other prison school in the nation.

The prisons designated to house the ABE/GED centers are:

Level I: Deerfield, Straits, Florence Crane and Pine River correctional facilities.

Level II/III: Muskegon, Ojibway, Richard A. Handlon, Newberry, Lakeland, Gus Harrison and Macomb correctional facilities.

Level IV and Multi-Level: Michigan Reformatory (when it reopens), St. Louis, Chippewa, Saginaw, Carson City, G. Robert Cotton, Thumb, Earnest C. Brooks and Ryan correctional facilities.

The Riverside Correctional Facility and the Huron Valley Correctional Facility are being currently evaluated based on the mental health needs of the prisoners housed there.

Level V and VI facilities and camps will continue their present academic programs for the time being. Eventually all the camps except one are expected to provide vocational, substance-abuse and pre-release programming rather than academic training.

The centers at the prisons are designed to educate a total of 8,340 prisoners daily in class-

rooms that each hold four, two-hour sessions of 15 students in each session. Schools are expected to offer educational programs in the evenings and on Saturdays, if necessary.

A list of the resources – such as computers, software and licenses – needed for each center is being developed by an ABE/GED Curriculum Committee.

Prisons not designated for ABE/GED centers will be eventually designated for vocational programming and other pre-release activities. CFA is working on developing career and technical education centers at prisons that will link up with the Michigan Prison Build program, which uses prisoners to build housing and housing components for organizations such as the Habitat for Humanity of Michigan.

Part of the creation of the different centers and the movement toward a more systemic approach to programming involves an accurate and precise assessment of a prisoner's needs at intake. To that end, new assessment testing was put in place at the Reception and Guidance Center which will specifically pinpoint the prisoner's programming needs.



***Computers are an integral part of classroom instruction throughout the system.***

## **Gatekeeper savings allow treatment of more offenders**

More than 1,000 offenders being supervised in the community who have serious substance-abuse problems have been treated in residential treatment facilities because of the efficiencies gained through use of a gatekeeper program.

A total of 3,826 offenders received residential treatment during the 2001 fiscal year, up 33 percent over 2000. This was made possible through a reduction of 3.5 days in the average length of stay in residential treatment facilities. The reduced length of stay resulted in savings totaling nearly \$700,000.

Gatekeeper services are provided by Comprehensive Behavioral Care Inc. (CompCare), a private vendor with offices in West Bloomfield.

CompCare carefully tracks the offender's progress in the program to ensure timely completion. It finds the most effective treatment for these offenders allowing them to complete the program in the optimum time.

CompCare also provides "one-stop shopping" for agents seeking residential treatment services for their offenders. Agents no longer have to call various programs to determine if they have an opening and if they will accept the offender.

The gatekeeper determines whether the offender needs

residential services based on national criteria and finds the best residential treatment program in which to place the offender based on the person's needs, something the agent doesn't always have the time or expertise to do.

The offender is screened for sex offenses, arson and other aspects of their criminal past before placement.

Because of the gatekeeper's special expertise and knowledge, it is often able to find services for offenders who, in the past, could not have been helped.

Public safety remains the key goal of the program. The gatekeeper has been instructed to place prisoners first, then parolees and finally probationers as beds become available.

This altered the previous system in which placements occurred depending on which agent called a program first following a vacancy.

In addition, the gatekeeper has been able to work with the Department of Community Health to get beds quickly for offenders who might otherwise be turned down or put at the bottom of the list if a regular corrections placement isn't available.

National studies show that those offenders in substance-abuse treatment are less likely to commit new crime while in treatment.

The gatekeeper program started in March of 2000 in Regions II and III and expanded to Region I in late 2000.



*The money saved by using a gatekeeper to determine placement in a residential drug treatment center allows the state to treat more offenders in this manner.*

### **Automated reporting kiosk pilots expand**

For about 500 low-risk probationers, reporting usually means stepping up to a computer, logging in with a thumb print and answering questions about jobs, police contacts and other probation issues electronically.

Those probationers are under supervision in Ingham County and the Southwest District Probation Office in Detroit.

They are taking part in a pilot project to test the efficiency of using electronics for routine reporting by certain types of offenders. The goal is to reduce caseloads of probation agents so they can focus on offenders who need more supervision.

The pilot started in Ingham County in 2000 and expanded to Detroit in 2001.

The computers and related equipment are located in kiosks, or cubicles, at the probation offices. Low-risk, employed and non-assaultive offenders who are in compliance with their probation orders are the service population.

The advantages so far have been a reduction in waiting-room traffic, fewer complaints from probationers about long waiting times to see their agents, more flexibility in reporting for the probationer who is doing well and more time for agents to deal with problem offenders.

The kiosk makes it easier for the offender to arrange probation reporting around employment schedules.

Reporting to a computer doesn't relieve the probationer from the usual monitoring process nor from any financial responsibilities. Offenders are prompted by the computer to answer questions pertaining to employment, residence, police contacts and other conditions of probation.

The agent can give individual instructions on the computer requiring that the probationer leave an employment or treatment verification with the receptionist. The offender may be instructed to see the substance-abuse technician and provide a urine sample.

Probationers pay a fee for use of the kiosk, which covers the cost of the equipment, as well as their regular fines, court costs, restitution and supervision fees. The agent continues to monitor the offender's residence through home visits and other verifications.

Offenders report to the kiosk computer for two months, then to the agent supervising the kiosk caseload.

One issue for continuing and future use of such equipment is the interface between the database used for the kiosk and OMNI, which is the department's new and expanded offender database.



*Low-risk probationers can safely report electronically thus saving an agent more time to deal with difficult-to-manage offenders.*

That will need to be resolved, plus some periodic technical problems, to make the kiosk reporting method effective.

The kiosk reporting system has been in place in Ingham County since April of 2000 and in the Southwest District Probation Office since February of 2001.

## **Prison gardens harvest nearly 300 tons**

Vegetable gardens at prisons throughout Michigan yielded nearly 300 tons of vegetables and herbs in 2001, an increase of 110 percent over 2000.

Much of the food – about \$207,000 worth – went to supplement prison kitchens and about \$34,000 worth of produce was donated to local charities.

In addition, prisoners produced about 442,000 plants, flowers and shrubs of which 132,000 were donated to charities and local communities.

A total of 25 facilities grew produce or plants during 2001. Nine of those facilities produced vegetables or plants for the first time.

The most produce – 324,500 pounds of potatoes – came from the Newberry Correctional Facility.

The Adrian facilities produced more than 40,000 pounds of tomatoes.

Among the vegetables grown this year throughout the system were cabbage, cucumbers, sweet peppers, radishes, onions, squash, zucchini, lettuce, rhubarb, watermelons, hot peppers and green beans.

Among the agencies which received plants was the Therapy Garden for Health Source in Saginaw which provides physical, emotional and financial support for county residents needing long-term medical care.

The horticulture program at the Saginaw Correctional Facility designed the therapy garden and provided the plants and technical assistance. The garden was designed for easy accessibility to all areas, simplicity of care, and to provide fresh flowers and vegetables for the patients.

At the Riverside Correctional Facility, horticulture students provide fresh vegetables to more than 300 elderly shut-ins on a daily basis. It also produces perennial plants for the Prison Build Program.

The Mid-Michigan Correctional Facility donated nearly 11,000 pounds of vegetables to the Red Cross, a soup kitchen and Human Services of St. Louis.

A new master gardener program at Camp Kitwen produced 200 pumpkins which were donated to local schools.

Prisoners at eight prisons grew the flowers that welcome visitors to Michigan. Nearly 40 different flowering plants, includ-



*Prisoners at Newberry Correctional Facility farm potatoes. In 2001, they harvested about 325,000 pounds.*

ing marigolds, petunias, snapdragons and geraniums filled the state's Welcome Centers at Clare, Coldwater, Dundee, Mackinaw City, Marquette, Monroe, New Buffalo, Port Huron, Sault Ste. Marie and St. Ignace.

### **New prisoner clothing, property policy expected to save money, prevent lost clothing**

A new way of handling state-issued prisoner clothing began in 2001 and is expected to save money and confusion.

The 49 to 55 pieces of clothing and other state-issued items given to prisoners are being stenciled with their prisoner ID numbers.

The stenciling is part of the four-phase implementation process. It requires that prisoners be issued all their clothing in the Reception and Guidance Center during the implementation process and that they keep the clothing with them when they are transferred from one prison to another.

In the past, prisoner clothing was confiscated on transfer, and they were issued different clothing at each facility to which they were transferred.

Now the state-issued clothing, stenciled with the prisoner's ID number, will remain with the prisoner until it is exchanged or replaced due to normal wear and tear or a

change in the prisoner's size or until the prisoner is paroled, transferred to community supervision or discharged. The change has required a large commitment of department time and resources but is expected to save many thousands of dollars in replacement costs and in the time involved in issuing and reissuing clothing every time a prisoner is transferred.

Because of the ID numbers, items won't be lost in the laundry as readily, and because each prisoner will be issued a complete set of clothing which he or she has verified is in good repair and fits appropriately, the department expects fewer exchanges of clothing.

### **New federal grant adds \$18 million to coffers**

Federal funds totaling \$18 million to house violent criminals were awarded to the department during the 2001 fiscal year.

The grant, including supplemental funds, was awarded under the federal Violent Crime Control and Law Enforcement Assistance Act of 1994. The award brings to \$109,359,281 the total amount the department has received since 1996.

The program requires that offenders convicted of Part I violent crimes serve no less than 85 percent of their sentences. In Michigan, felons convicted of these crimes, which include



*Prisoner clothing began being stenciled in 2001 as part of an effort to save money and prevent theft.*

murder, forcible rape, robbery and aggravated assault as reported to the FBI in the Uniform Crime Reports, serve an average of 120 percent of their minimum sentences.

Michigan also qualified for the grant because the percentage of persons sentenced to prison as a disposition for a Part I crime conviction has increased.

The funds have been used to help pay for expansion of the state's prison system, including a portion of construction of the Bellamy Creek Correctional Facility, and the operation of the Michigan Youth Correctional Facility in Baldwin, which is operated for Michigan by Wackenhut Corrections Corp.

#### **Camps Brighton, Branch conversions reduce transportation costs**

During 2001, the decision was made to convert Camp Branch to a facility for male prisoners and to put female prisoners at Camp Brighton.

The department determined that placing all female prisoners in the same geographic region – southeastern Michigan – will save on transportation costs. It will also make it easier to recruit a larger pool of female candidates for the job of corrections

officer in female facilities, something the department has been attempting to do since the winter of 2000.

Female prisoners are housed at Scott and Western Wayne, two prisons across the street from one another in Wayne County, and were previously at Camp Branch, which is in Coldwater, more than 100 miles away.

#### **Managed Care: Continuing to save money**

As in the outside world for citizens, medical care costs also increase inside prisons, but the department has been effectively controlling those costs through use of a managed care vendor.

For the contract year ending 2001, the per-prisoner-per-month cost adjusted for inflation was only 35 cents more than the average cost in 1996. By the most conservative estimates, this represents a 15.3 percent savings (\$8.3 million) for 2001 alone.

The savings come through the managed care provider's ability to successfully negotiate a number of large cost-effective contracts; through lower-cost contracts with community hospitals possible through use of a system that requires pre-authorization of hospital and specialty services based on national criteria; and through the use of special high-security sections within community hospitals in



*Camp Brighton, above, was converted to house female prisoners and Camp Branch, below, was converted to house men. The change allows the state to place all female prisoners in one geographic area which is expected to save transportation costs.*

which prisoners are treated separately from the general public and guarded by state corrections officers.

For the three years prior to FY1997, the per-inmate cost of offsite services included under the contract increased by an average annual rate of 11.5 percent. The managed care approach for all offsite hospital and specialty services was initiated in April of 1997 to address that rising cost.

The savings recorded under the contract so far – between \$50 million and \$109 million depending on the factors considered – will extend at least until 2003; if the state is satisfied with the savings and quality of services, it has the option of extending the contract for four more years.

### **Accreditation of the state's only privately-run prison**

The Youth Correctional Facility in Baldwin, opened in 1999, is the state's only privately-run prison facility. It houses about 450 males, 19 years old and younger.

The prison, run through a contract with Wackenhut Corrections Corporation, earned accreditation in 2001 from the American Corrections Association and the National Commission on Correctional

Health Care.

The department ensured through its contract with Wackenhut that the facility would comply with the standards needed to achieve this accreditation. Accreditation means the facility is operating by nationally-recognized standards. The prison attained the highest score in the ACA process of any facility in Michigan.

### **Reducing expenses through videoconferencing**

During 2001, a total of 395 parole revocation hearings were electronically transmitted between Detroit and prisons in Jackson, saving the state more than \$22,000 in travel expenses. (The videoconferencing started at the State Prison of Southern Michigan and was relocated to the Charles Egeler Correctional Facility late in 2001.) The technology is the same as that used in Telemedicine (see the next page) and, in fact, uses equipment set up for Telemedicine.

The process allows the parole agent and witnesses to remain in Detroit. Their testimony and cross-examination occurs electronically, while the attorney law examiner for the Michigan Parole Board conducts the hearing in the Jackson facility in the presence of the parolee, defense counsel and a representative of the Field Operations Administration.



*Above, the Michigan Youth Correctional Facility which won accreditation in 2001. Below, videoteleconferencing is increasing in the department as a way to save money and increase safety. By videoconferencing court hearings, the state and court can avoid transporting dangerous prisoners into the community.*

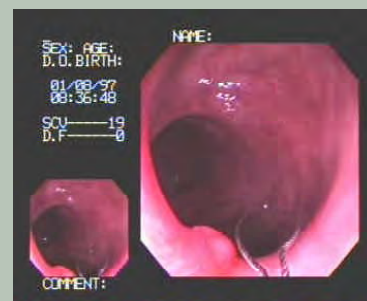
## Telemedicine expands

During 2001, the department saved about \$108,000 in transportation costs and also increased public safety through use of Telemedicine, a way to electronically transmit live information between two locations. Since the program was established in 1996, more than 3,800 prisoners have been seen on Telemedicine for an estimated savings of more than \$500,000 in direct transportation costs.

In 2001, new clinics were established and a renal clinic was set up at the Ryan Correctional Facility by modifying the equipment allowing the site to function as both a base station and a remote site. All patients in the MDOC requiring consultation for various states of kidney failure are seen on Telemedicine by a physician who works out of the dialysis unit at Ryan.

During the first 10 months of 2001, there were 638 general medicine consultations, 52 optometry presentations, 23 health care management meetings, two doctor-to-doctor consultations and seven involuntary psychiatric medication reviews.

There are currently 13 prisons with the equipment, at least one facility in each prison complex, and base stations at Duane L. Waters Hospital at the Charles Egeler Correctional Facility, Foote Hospital in



*Videoconferencing saves transportation costs while providing quality care.*

Jackson for general medicine and Ferris State University for optometry consultations. Riverside Correctional Facility, Duane L. Waters and the Huron Valley Center are expected to have psychiatric staff from the Department of Community Health available for psychiatric evaluations.

The department's Telemedicine program is recognized for its success throughout the country. Officials from Wisconsin, North and South Dakota and Indiana have consulted with MDOC staff while starting projects in their own states.

Expansion of the program is planned for 2002. Additional sites are planned for Ojibway Correctional Facility and Bellamy Creek Correctional Facility. Ojibway is about 600 miles from Duane Waters Hospital, the department's primary medical facility. Direct transportation savings will be substantial once installation and training is complete.

### **OMNI functions expand; Region I staff trained**

In 2001, the complex management information system called OMNI, which has been in development since the mid-1990s, made substantial headway toward its goal of allowing staff to share offender data at any location within the department

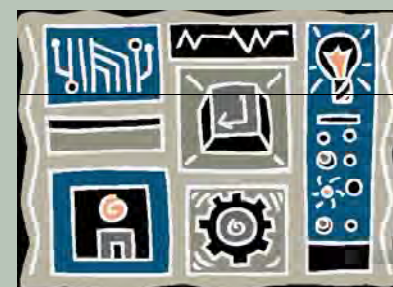
and with other criminal justice agencies.

During 2001, staff in Region I of the Field Operations Administration (FOA) were trained in the use of the system. All offenders referred to a Region I or Region II location by a Michigan circuit court or another state for a pre-sentence investigation or supervision were recorded in the database.

FOA began development of OMNI to help employees access a rich database of all convicted felons in Michigan, including probationers and those sentenced to jail. OMNI provides field agents with an electronic case management system. Agents have been using the system to keep track of offender movements, to record sentences, to enter substance-abuse treatment and testing records, to keep track of community service hours ordered and completed, to document case notes and supervision plans, to assess supervision levels, to keep track of offender income and to enter violations including MDOC's responses to those violations.

Eventually, the department's database of prisoners and parolees – Corrections Management Information System (CMIS) – will be replaced by OMNI. Reception centers are already making inquiries on OMNI and will begin entering sentencing information in 2002.

OMNI now contains information on all offenders, including



*The OMNI system has been gradually rolled out to users starting in Region II. Staff in Region III are expected to be trained in 2002, and all FOA locations should be using OMNI for pre-sentence reports and supervision of felony offenders by August of 2003, if not sooner.*

probationers, though all functions of CMIS have not yet been replaced by OMNI.

The OMNI system has been gradually rolled out to users starting in Region II. Staff in Region III are expected to be trained in 2002, and all FOA locations should be using OMNI for pre-sentences and supervision of felony offenders by August of 2003, if not sooner.

In 2001, FOA added offender records from a Region I database to the OMNI database to allow FOA staff from around the state to access sentencing and some biographical data on all offenders sentenced in the Third Circuit Court (Wayne County) prior to Jan. 18, 2001. The downloading of over 25,000 active offender records saved the department more than 8,000 hours of time that would have been necessary to key in the information.

FOA integrated an entire application into OMNI that allows agents to automatically calculate guidelines and produce the Sentencing Information Report (SIR) in Regions I and II during 2001.

Previously, an agent needed to fill out the report manually. After sentencing, the form had to be updated and mailed at the end of the month to the State Court Administrator's Office. With automation, once the offender has been selected and

questions answered, OMNI decides what version, crime group and crime class the offender belongs in, updates the report and stores it on OMNI until the State Court Administrator's Office requests guideline information. Then it is sent electronically to the court. The completion of such a form went from a 30-minute process to about 5 minutes.

A data collection instrument was developed to ensure that agents gather the information needed for pre-sentence investigations and provides staff with a tool to enter the data into OMNI.

Report templates for creation of the pre-sentence investigation in OMNI were created in 2001. Data entered by staff automatically fills out a major portion of the pre-sentence report. This helps ensure uniformity of information, makes sure the reports meet policy requirements and should eventually shorten the time it takes to prepare the report. The information, thus automated, can be shared with staff in prisons and particularly at the reception centers.

Pre-sentence investigation reports for all offenders referred to Region II offices on or after July 9, 2001, and Region I offices on or after Oct. 1, 2001, are now stored in OMNI.



*OMNI development made headway in 2001. Eventually all employees will have access to a rich database of all convicted felons in Michigan, including probationers and those sentenced to jail.*

## Safety and Security Inside Prisons

During 2001, assaults by prisoners on each other or on staff remained at low levels. The continued decrease indicates a safer environment in which to live and work.

The department continued to expand computerization to assist in managing prisoners and keeping staff safe. During 2001, the department moved further into automation of identification processes that help manage prisons and also protect the public. They are digital imaging and automated fingerprinting.

Additionally, the department continued and expanded systems in 2001 which protect staff and ensure documentation of monitoring of prisoners and their cells.

Finally, weapons were updated in 2001 to increase staff safety and put the department in line with other law enforcement agencies.

### **Prisoner photos computerized as part of new digital imaging system**

Since the fall of 2001, digital photographs of prisoners have been taken for identi-

fication cards. Use of the digital imaging system allows elimination of the old manual process involving Polaroid-type photographs of prisoners which were of poor quality and which could not be transferred electronically.

In the past, when law enforcement authorities needed a photograph to locate an absconder or offenders suspected of being involved in a crime, department staff had to fax a copy of the picture, which often made it unrecognizable.

The digital photographs stored on OMNI are being made available to law enforcement agencies and the public through the department's web site, as well as being available to department staff directly through OMNI.

The imaging system can be used in the future to generate a "wanted poster" for other law enforcement agencies if the prisoner escapes, an important public safety tool.

It is being used to capture and store tattoos, scars and gang identification markings on prisoners.

The new identification card can eventually be tied



*Prisoner mugshots are now available on the department's web page. (See Offender Search.)*

through a card reader to other information systems, including the Offender Callout Management System (OCMS), which is expected to be in place by the fall of 2002. In the future, the card can be tied into biometric identification verification systems to eliminate unauthorized access to buildings and equipment. The strips on the back of the cards can be used to automatically record program participation by all offenders and could also be used to electronically record offender financial transactions.

Use of digital imaging to create photo identification cards for prisons is saving the department money. The old system cost \$1.47 per card, excluding staff time, and the new system costs .55 cents a card.

#### **Rounds reader saves time, aids documentation**

Prisoner management includes reliable and routine "rounds" during which officers check on prisoners by looking into their cells to make sure they know a prisoner is safe and accounted for. "Rounding" can prevent assaults and suicides and can save the life of a prisoner who has suffered a medical emergency.

That system was

computerized in the administrative segregation unit at St. Louis in 2001 and is used throughout Bellamy Creek Correctional Facility which opened late in 2001. The system uses smart cards with proximity readers and could be programmed to use with employee ID cards.

The system, referred to as a rounds reader, provides essential documentation of an officer's movements around the cell block in the event of a critical incident, such as a suicide attempt, and saves time for the officer.

Officers carry a card similar in size to a regular identification card which they flash at reader heads along the route of their rounds through the unit.

The readers record the time, the date, the name of the officer and the location in the housing unit such as "B Wing, Upper End" or "A Wing, Lower Front." Officers follow a prescribed route through the housing unit. The unit's resident unit manager reviews printouts from the system on a daily basis. The rounds are archived in the computer and are available for review at a later date, if necessary.

The system eliminates the need to maintain manual door cards to document rounds,



*This officer at St. Louis Correctional Facility uses the rounds reader in administrative segregation to document that he's made his rounds.*

saving them time. The old system was vulnerable to prisoners who could grab and destroy the door cards.

The segregation unit at St. Louis was chosen for the system because by policy officers are required to make rounds of the unit every 30 minutes. In a regular general population unit, the rounds occur every hour.

#### **Automated Fingerprint process**

The department automated the fingerprint process at reception centers in 2001.

Instead of the old ink pad and paper process, fingerprints are now scanned and stored electronically. It allows for a more accurate and streamlined fingerprint collection process.

The fingerprints can be transmitted electronically to the Michigan State Police along with demographic and sentence information pulled from OMNI, allowing for much quicker positive identification of the offender.

#### **MDOC updates weapons to improve staff safety**

Updating the handguns used by staff throughout the department began in 2001 at Marquette Branch Prison when 12 .40 caliber Glock semi-

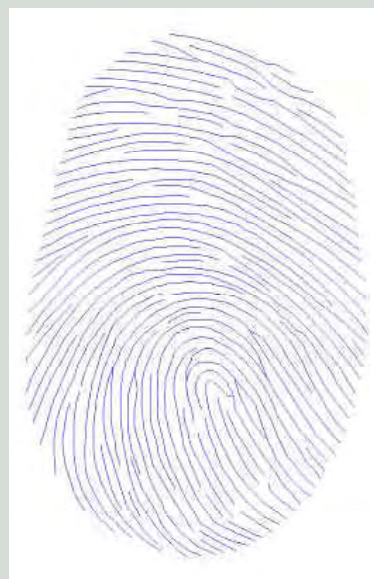
automatics were turned over to the warden. The Glocks will replace the .38 special caliber revolvers, which have been in use in the department as long as anyone can remember.

The decision to update was made after a study of the weapons being used by other agencies began in 1999. The study was completed in 2000 when it was determined that the .40 caliber Glock semi-automatic handgun would be the ideal weapon for officers to use.

A group of ten officers, all transportation officers or members of an emergency response team, tested and evaluated a variety of features using 9 mm and .40 caliber semi-automatic pistols before choosing the Glock.

When the conversion is completed, by the end of FY2002, about 1,300 handguns will have been exchanged.

Officers who are presently revolver qualified are being provided 24 hours of training in the use of the new gun, which includes firing of more than 840 rounds of ammunition. Officers who are not yet trained to use any handgun will complete the entire 32-hour initial pistol program which includes handgun retention and the use of chemical agents.



*Fingerprints taken with the department's live scan process can be transmitted electronically to the Michigan State Police.*

## **PPDs provide greater safety for staff**

Staff safety has been enhanced by the use of personal protection devices (PPD), which send signals to the prison's control center when a button is pushed or a pin pulled by a staff member in trouble. The newest system, installed at Pine River, Bellamy Creek, Ojibway, Pugsley and St. Louis, uses radio signals which are interpreted by a sophisticated computer program that

analyzes from where the signal is coming. Contracts for the installation of this system have been signed for eight more prisons.

It took more than 15 years for the industry to develop a system that would work in older, multi-story prisons, including Marquette, the Reformatory and some of the prisons in Jackson.

Eventually it may be possible for this system to entirely replace the old panic button system located in some offices inside prisons.

## **Our employees -- The strongest suit**

Sound policies and procedures are essential. The most effective electronic and manual security equipment is important. Accessible databases with all the information needed to monitor offenders and make decisions about operations are vital.

The essential ingredient, however, is well-trained and professional employees.

Employee training continued to be emphasized in 2001. This includes leadership training, which began in 2000 and diversity training, which during 2001 became a requirement for all new custody employees.

Additionally, the department acknowledges exceptional

performance both on and off the job through an awards program and selection of Officer of the Year.

### **Diversity training for all new employees**

A two-day training program to help new custody employees work successfully in a diverse environment became a part of the new custody employee school in 2001.

The training was developed by a committee which included the head of the department's Equal Employment Opportunity Office as well as a warden. Former Director Bill Martin had instructed the staff to develop a program that would



*The department's Honor Guard performs at graduations and other department ceremonies.*

be part of the new employee training and would build the skills and knowledge base for people to work together effectively. Wardens and deputies were chosen to be trainers.

The department believes that learning to work in a diverse environment – next to and alongside people of all kinds of cultures, backgrounds and races – is essential in today's work environment. The department is committed to diversity and to making the best use of all the skills that various employees bring to the workplace.

### **Leadership training**

The department's Leadership Training Unit continued in 2001 toward its goal of helping the department develop good leaders who, in turn, assist employees improve their performances and thus make the department more effective.

The unit provides cutting-edge training by continuously evaluating and modifying materials and presentations based on evaluations received from trainees and managers who help with the curriculum.

The training, with its focus on leadership development, is offered to three groups of managers:

Level I Managers or

Supervisors, who include sergeants, assistant resident unit supervisors, assistant food service directors, assistant physical plant superintendents, accounting supervisors, storekeepers, data processing coordinators and assistant personnel officers. New supervisors, except sergeants, get five days of training. Status supervisors get two days. New sergeants get nine days.

Level II Managers, who include assistant business managers, personnel officers, administrative assistants, corrections program coordinators, inspectors, captains, principals, food service supervisors, institutional trainers, physical plant superintendents, lieutenants, accounting supervisors, status assistant deputy wardens and records office supervisors. New mid-managers except ADWs receive 24 hours; status mid-managers receive 16 hours. ADWs receive 16 hours.

Level III Managers who are assistant deputy wardens. New ADWs get three days of training and status ADWs get two days.

Level III Managers or executives who are regional prison administrators, wardens, deputy wardens and business managers. Status executives get two days of training and new executives get three days.

The curriculum includes 16



*Leadership training is considered a vital process that helps both management and line-level staff do the best they can.*

hours of intensive leadership training as well as training specific to the manager's job if they are newly appointed.

New sergeants are given extensive training on their job duties including conducting investigations, basic labor relations, critical incident reporting and disturbance control.

During 2001, a total of 2,300 leaders were trained at 90 sessions. During 2002, the unit plans to expand the leadership training to include staff from Field Operations and Administration and Programs administrations.

### **Distance learning**

In a time when the department must reduce costs while continuing to provide quality employee training, "distance learning" is one important tool that began development by the MDOC's Office of Training and Recruitment in 2001.

For certain kinds of training, particularly in-service for non-custody employees, distance learning is seen as economical and efficient. It allows employees to get trained at their own desks and at their own pace. It saves transportation and lodging costs and reduces the amount of time an

employee must be away from his or her job.

Several organizations including the National Institute of Corrections (NIC), the Corrections Learning Network (CLN), the National Guard Bureau and the Albany Medical Care Center provide videoconferencing and classes on topics of interest to the department.

Through a satellite dish and receiver purchased with a federal grant, the department's distance learning coordinator is able to pick up these programs, make copies of them and distribute the tapes to institutional training officers and others throughout the department.

With the satellite dish, the department has the capacity of hosting its own video-conferences.

The department is also exploring other methods of distance learning, including use of CD ROMS for training material, which the department plans to produce in the future.

One of the goals is to take as much of the non-custody employee training offsite as possible. This could mean that much of the orientation for new non-custody employees could occur at desks through a CD ROM, a videotape or the Intranet. Use of these methods



*For some, distance learning can take the place of classroom instruction.*

of instruction could also be combined with classroom participation. The distance learning materials can be reviewed before the class to make sure all participants have the same knowledge or skill level before the class begins.

## Recognizing accomplishments

The department believes employees should be acknowledged for their excellence on the job and in the community. To that end, employees are singled out for awards and honors in two ways.

The employee awards program, started in 1998, continued in 2001. Awards were given to employees for exceptional efforts demonstrated in 2000.

Maureen Gillis, a supervisor in the Oakland County probation office who developed the state's largest Operation Nighthawk program, earned the Director's Award.

The Director's Award is given annually to an employee who is considered exceptional in his or her job performance and is given to one employee from among those selected for the Professional Excellence Award.

Gillis built the Nighthawk program through extensive community work with local law

enforcement agencies and personnel.

The Nighthawk program, which involves unannounced visits to probationers' homes by teams of field agents and local law enforcement personnel, increases offender accountability and protects the public.

Gillis was one of seven individual employees presented with the Professional Excellence Award for the year 2000.

The Professional Excellence Award is presented annually to those who show outstanding performance and professionalism in carrying out the duties and responsibilities of their position.

Award winners were presented with a framed certificate, a medal and ribbon, ribbon bars and a lapel pin. Gillis was also presented with a crystal obelisk.

The employee award program also includes acknowledging and rewarding employees who make major achievements in the areas of citizenship, valor, lifesaving and meritorious service on a year-round basis.

Employees can be nominated for awards by anyone in the department. In the case of the Director's Award and the Professional Excellence Award, the nominations are reviewed by the appropriate Executive Policy



*Above, former Director Bill Martin presents the Director's Award to Maureen Gillis who runs the Nighthawk program in Oakland County.*

*Below, Training Administrator Bill Hudson with Ordnance Trainers Dan Verlin (left) and Richard Tischer who won Professional Excellence Awards.*

Team member and then presented to the entire Executive Policy Team for a final decision. The director chairs the Executive Policy Team.

Other awards are decided by the appropriate Executive Policy Team member and those awards are made by that member at the work site during the course of the year.

The state's top corrections officer is chosen annually and honored with a banquet sponsored by the Michigan Corrections Organization (MCO).

In 2001, Charles Picotte, an officer at the Straits Correc-

tional Facility, was named Michigan's 2001 Officer of the Year. He was chosen from among 47 representatives from all the prisons and camps and each region of the Field Operations Administration.

The selection was made by the Michigan Correctional Officers Training Council.

Noted for his ability to blend initiative, intelligence and knowledge, Picotte distinguished himself by taking charge of difficult situations and either calming them down or handling them in a professional way that minimized injury to staff and prisoners.



***Charles Picotte, a corrections officer at the Straits Correctional Facility, was the 2001 Corrections Officer of the Year.***

## Facility Corrections Officer of the Year - 2001

*\* Indicates one of the five finalists*

The names of some of the facilities changed in 2001. The names listed here were current when the officer was selected to represent the facility.

Adrian Temporary Facility, Vicki Lewis  
 Alger Maximum Correctional Facility, William Johnson  
 Baraga Maximum Correctional Facility, Leslie Haataja  
 Brooks Correctional Facility, Monica Sperry  
 Carson City Correctional Facility, Albert Ashe \*  
 Carson City Temporary Facility, Robert Reed  
 Special Alternative Incarceration Program, Stanley Peete \*  
 Chippewa Correctional Facility, Jeffrey Jenkins \*  
 Chippewa Temporary Facility, Charles Picotte \* **2001 Corrections Officer of the Year**  
 Cooper Street Correctional Facility, Robert Barrett  
 Egeler Correctional Facility, Mark Kuhl  
 Field Operations Administration Region I, Carlos Cook  
 Field Operations Administration Region II, Gregory Emmons  
 Field Operations Administration Region III, Gwendolyn Kidd \*  
 Florence Crane Correctional Facility, Thomas Hauk  
 G. Robert Cotton Correctional Facility, Stanley Arnold  
 Gus Harrison Correctional Facility, Christopher Jones  
 Handlon Michigan Training Unit, Dennis Strohkirsch  
 Hiawatha Correctional Facility, Curtis Crawford  
 Huron Valley Men's Facility, William Irvin  
 Ionia Maximum Correctional Facility, Scott Evans  
 Ionia Temporary Facility, Jeffrey Miller  
 Kinross Correctional Facility, Scott Suggitt  
 Lakeland Correctional Facility, Linda Reese  
 Macomb Correctional Facility, Colleen Gillings  
 Marquette Branch Prison, Russ Boyer  
 Michigan Reformatory, Darlene Proctor



Mid-Michigan Temporary Facility, Steven Larsen  
Mound Correctional Facility, Henry Underwood  
Muskegon Correctional Facility, Janice McKay  
Muskegon Temporary Facility, Jeffrey Derks  
Newberry Correctional Facility, John Labadie  
Oaks Correctional Facility, Marlene Miller  
Ojibway Correctional Facility, Matthew Kaurala  
Parnall Correctional Facility, Grace Duncan  
Pine River Correctional Facility, Jeff Anderson  
Pugsley Correctional Facility, Barry Woods  
Riverside Correctional Facility, Marion Craig  
Ryan Correctional Facility, Kenyetta Carter  
Saginaw Correctional Facility, Albert Meatte  
Scott Correctional Facility, Ricky Gist  
Southern Michigan Correctional Facility, Randall Zeigler  
St. Louis Correctional Facility, Audie Hawkins  
Standish Maximum Correctional Facility, Jeanne Partlo  
State Prison Of Southern Michigan, Van Ervans  
Thumb Correctional Facility, Barry Music  
Western Wayne Correctional Facility, David Casper



## Issues

The state's prison population continued to grow in 2001. Prison intake increased significantly in the latter half of 2001, counter to expectations of the Michigan Sentencing Commission at the time when legislative sentencing guidelines were adopted and the Truth in Sentencing law was implemented. The department began research into the reason for the unexpected increase, particularly among short-termers.

The state's reduced revenues began impacting on state government late in the 2001 fiscal year, requiring program reductions and the closing of some facilities. More cuts were required in the 2002 fiscal year, which began Oct. 1, 2001.

The department examined its response to probation violators in a study completed in 2000 and published in 2001. It found that agents offer many options to violators before returning them to prison.

### 2001 prison population grew 3.3 percent

The population of Michigan's prisons and camps grew by 3.3 percent or 1,496 in 2001, 14 percent higher than the department projected for 2001. The population grew 3 percent in 2000.

Between 2000 and 2001, new court commitments increased 12 percent; probation violators coming to prison increased 4.4 percent; parole violators with new sentences increased by 2.1 percent; and parolees returning to prison with technical rule violations increased by 4.1 percent, which set a new record.

Other factors affecting the population were the parole approval rate and the movements to parole.

In 2001, the parole ap-



*Bellamy Creek Correctional Facility, at top, opened late in 2001. The reduced parole approval rate (Michigan Parole Board center) affected the population growth, and the sentencing guidelines also figure into population changes.*

proval rate was 47.7 percent, which was 0.4 percent higher than in 2000. The movements to parole increased by 9.2 percent.

The population in the state's Community Residential Programs declined by 19.2 percent mostly as a result of the impact of Truth in Sentencing which prohibits such placement for prisoners affected by the law.

The 2001 projections were based on a continuation of the calendar 2000 trends. The projections did not include estimates of the impact of Truth in Sentencing or the relatively new sentencing guidelines on prison admissions and time served since it was believed it was still too early to accurately measure the effect of the new laws.

Projections are affected by many factors outside the control of the department, including court sentencing practices, the availability of county jail space, parole releases, court decisions and statutory changes.

## **2001 fiscal year budget: revenue decreases impact the year**

The 2001 fiscal year budget allowed the department to meet its prison bed needs, convert two facilities to house different sexes and begin the consolidation process for the reception of male prisoners to the state prison system.

The department expanded the St. Louis Correctional Facility through double bunking and converted Camp Pugsley into a 796-bed correctional facility. A total of 58 beds were added to the Cooper Street Correctional Facility; the Florence Crane Correctional Facility was expanded by 178 beds, and Thumb Correctional Facility was expanded by 240 beds. Camp Brighton was expanded by 50 beds and converted to a female camp. Camp Branch was converted for male prisoners.

The reception process also began to be consolidated at the Charles Egeler Correctional Facility. The facility took all parole violators (previously housed at the State Prison of Southern Michigan) and is slated to become the sole



*At top, is a cellblock at the Charles Egeler Correctional Facility which is being converted into the reception center for all males in the state. Below, are the duffle bags of female prisoners moving into Camp Brighton.*

reception center for male prisoners in mid-2002. Robert Scott Correctional Facility will remain the intake center for female prisoners.

Fiscal Year 2001 continued to provide resources for pilot substance-abuse projects initiated during fiscal year 2000. Residential substance-abuse treatment was started at Camp Branch, Macomb Correctional Facility and the Cooper Street Correctional Facility.

In addition, technical rule violators were targeted for treatment with Project STOP II conducted at six locations throughout the state.

Funding was also maintained for the County Jail Reimbursement Program and for academic and vocational programs which help inmates earn their GEDs to qualify for parole and increase their chances of employment upon release.

During final legislative action on the FY2002 appropriations bill it became evident that revenue projections for FY2002 were significantly lower than those for FY2001. As a result of these projections, the department was forced to identify \$21 million in reductions, which were incorporated in the enacted FY2002 bill. Subsequent terrorist acts

resulted in still lower revenues which resulted in an Executive Order reduction to the department's budget totaling \$55 million in general fund, general appropriations.

The department began the process of putting FY2002 program reductions into place during FY2001. They continued throughout the remainder of 2001 and included Executive Order reductions as well.

To meet the Executive Ordered reductions, the department determined that it had to close Camp Waterloo and Camp Pellston as well as the Adrian, Muskegon and Pontiac corrections centers and temporarily close the Michigan Reformatory and the State Prison of Southern Michigan.

It decided to open Bellamy Creek Correctional Facility and a new housing unit at Thumb Correctional Facility, both to be double bunked.

Appropriations to train new officers were reduced to reflect the need for fewer new employees. Also eliminated for FY2002 and implemented in late 2001 were the pilot substance-abuse projects and Projects RESTART (at the Oaks Correctional Facility) and CHANGE (at the Michigan Reformatory).

The Academic/Vocational line was reduced to reflect the increased efficiencies achieved



*The Michigan Reformatory in Ionia (above) was temporarily closed late in 2001 for remodeling. Below, female prisoners at Western Wayne learn via computers. Increased efficiencies in education allowed a reduction in the education budget in the 2001 fiscal year.*

through automated learning programs and the realignment of school missions, dedicating some facility schools to vocational programming only and others solely to academic programming.

The department also reduced the number of sergeants, resident unit managers and assistant deputy wardens and regionalized fire safety officers throughout the correctional facilities.

Funding shifts occurred within the budget at the end of 2001 with new civil infraction fee revenues replacing general fund dollars in funding the county jail reimbursement program. In addition, funding for mental health treatment was reduced to reflect the decreased need for long-term psychiatric hospitalization at Huron Valley Center.

## **Probation recidivism study shows offenders given many bites before prison**

The results of a study completed in 2000 and published in 2001 gave department probation managers new insights into how probation violations

were being handled inside the department. The information was helpful in arguing the point that courts do not readily return violators without giving them many chances to succeed in the community.

It showed that a total of 3,332 probationers violated probation and were sentenced to prison.

The study of probationer recidivism in Michigan indicated that most of those probationers had three or four opportunities to improve their behavior before the prison sentence was imposed.

Except in the case of assaultive or dangerous offenders such as those who are driving while drunk, most probationers in Michigan get several opportunities to change their behavior through a wide variety of non-prison sanctions and programs, the report showed.

The study, conducted on 1,700 offenders placed on probation during February and March of 1996 and followed for the next 30 months, showed that prison is used sparingly except when there is a new crime.

There has been a mistaken assumption that probationers are sent to prison for very minor reasons, that the department has not been working hard enough to keep them in the community through treatment and sanction programs.

Instead, the research showed that offenders are given many bites of the apple.



*Above, the agent from Grand Rapids who supervises parolees on the satellite monitoring device checks on the job status of one of her clients.*

Figures from the 1996 research show that those sent to prison for failing to report had about four previous violations. Those violated and sent to prison because they failed various treatment programs had about three chances to succeed; those sent to prison for failure to pay their fines or restitution had four previous violations and even those who were sent to prison for new crimes (about 85 persons) had three previous violations.

Kent County Probation's response is one example of the efforts taken with probation violators.

One of the problems probationers face is drug and alcohol abuse. In dealing with such abuse, agents can refer the probationer for a substance-abuse assessment, can order outpatient substance-abuse treatment, more intensive outpatient treatment, placement on a specialized caseload, electronic monitoring and finally residential treatment.

A probationer with a substance-abuse problem who is not committing more crimes is not likely to be sentenced to prison because of the large range of options available.

If treatment isn't getting the offender's attention, agents in Kent County have the option of using something called a probation violation waiver action.

If the probationer agrees

they are guilty of the charges listed by the agent and signs the appropriate waivers, the agent can order jail time with an early release to electronic monitoring or inpatient treatment without going back to the court.

Other options include community service, public works and placement in the MDOC's Special Alternative Incarceration program.

The research also concluded that the MDOC's screening system selects the appropriate offenders to place on minimum supervision. These offenders had the fewest and least serious of all the violations reported during the 30-month period.

Of those violating their probation among the 1,700 studied, 13 percent committed a new crime. Of those returned to prison for any reason, 37 percent or 85 people had committed new crimes.

Researchers believe further investigation of the types of violations and the sanctions meted out by probation officers before probation is revoked by the court would be helpful in delineating the dynamics of the probation process and would assist researchers in better understanding the responses of probationers to different intervention techniques.



*Placement of offenders in residential drug abuse treatment programs (above) is one way of helping the offender solve problems without having to go to prison.*

## Trends in 2001

Below are the major trends in the previous fiscal or calendar year. More information on each of these areas can be found on the department's web site. Links to those pages are included in this report.

### Community Supervision

In 2001, at any one time, there were more than 53,000 probationers, approximately 14,500 parolees, and some 1,890 prisoners serving their sentences in the community.

Use of community sanctions for appropriate offenders continued to be an important goal of the department in 2001. In fact, the MDOC has focused much of its energy since 1991 on creating and maintaining viable alternatives to prison for offenders who, at the time of sentencing, posed a lower threat to public safety than offenders who were sent to a state lockup.

In 2001, the department completed approximately 47,000 pre-sentence investigation (PSI) reports.

At the end of the year, a total of 3,481 probationers came to prison for a technical violation or a new sentence, up 4.4 percent from 2000.

At the end of 2001, a total of 1,191 parolees came to prison for a new crime (up 2.1 percent) and 3,237 came to prison for a technical parole rule violation, up 4.1 percent. (See the Parole Board trends segment.)

### Community Residential Programs

In 2001, corrections centers were located in six major Michigan cities. Placement on electronic monitoring was available in all of Michigan's 83 counties. More than 4,400 prisoners participated during the course of the year. (About 1,700 offenders were in this program at any given time during the year.) Seventy percent of these prisoners lived at home under electronic monitoring, which has become a major component of residential programming in Michigan.



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During 2001, 63 percent of corrections center participants successfully completed the program through parole or discharge; 2 percent were returned to prison for new crimes, 28 percent escaped and rest were returned to prison for non-completion of the program.

See the Achievements segment – Offenders Paying their Own Way – for information on the amount of money collected in 2001 for room and board.

Prisoners in community residential programs performed about 100,000 hours of public works and community service in 2001.

### Electronic Monitoring

During fiscal year 2001, about 3,000 offenders were on the state's electronic monitoring system every day. Of those, nearly 1,100 were prisoners. Offenders include selected prisoners on CRP status, parolees and probationers. Almost 1,500 were probationers and nearly 200 of them were parolees. There were also over 200 offenders being monitored for the Family Independence Agency and various district and probate courts and sheriffs' departments.

More than 12,000 offenders were supervised on tether during the year. Of this number, less than 2 percent were arrested for a new felony and less than 7 percent absconded or escaped. Electronic monitoring costs about \$7.50 a day, which is paid by the offender.

### Technical Rule Violation Centers

In FY2001, nearly 2,300 parolees and prisoners were transferred to and completed a 90-day confinement program instead of being returned to prison. It costs about \$56 a day to maintain an offender in the TRV program, or about \$5,000. A person returned to prison would likely stay there for a year or longer at a cost of more than \$21,000 annually. The savings from housing 2,300 persons in TRV for 90 days versus a year in prison is about \$36.8 million.



*Electronic monitoring is an economical and safe way to supervise certain offenders in the community.*

Special Alternative Incarceration

- 75.5 percent of the prisoners and 75.8 percent of the probationers enrolled successfully completed it in 2001. The average daily population during 2001 was 341.
- 578 prisoners sentenced in 64 counties and 1,072 probationers sentenced in 62 counties were enrolled in the program.
- 5.4% of the prisoners and 4.9% of the probationers enrolled in the program were women.
- 27.5% of the prisoners and 18.8% of the probationers enrolled in the program were serving for drug-related offenses.
- 412 prisoners and 826 probationers successfully completed the program. The successful completion rate was 75.5% for prisoners and 75.8% for probationers.
- 93.2% of the prisoners who graduated from the program are currently on parole. 88.1% of the probationers who graduated from the program have either discharged from their sentence or are adjusting satisfactorily on probation.
- 844 offenders were enrolled in educational programming, and 507 earned their GED certificates while enrolled in the program.

2001 Savings

The average cost for each participant in 2001 was \$6,978 for the 90-day, Phase I portion of the program (2000-2001 appropriated costs based on full capacity). That compares with \$16,299 for a year in a Level I security prison, which would be a typical location for an offender placed in the SAI program.

If each of the 1,238 offenders who completed the boot-camp portion of the program during 2001 had been confined in a Level I security prison throughout the year, it would have been necessary to construct prison beds to confine them. In addition to the capital costs associated with construction, the cost of supervising the offenders in prison throughout the year would have exceeded by \$13.5 million the cost of operating the boot camp.

In addition to the cost savings associated with the program, it has proven to be effective in deterring its graduates from subsequent criminal behavior. Of the 2,542 prisoners who completed the program between 1987 and 2001, only 13.8 percent



*The Boot Camp portion of the Special Alternative Incarceration program is a 90-day, highly structured program that teaches self-discipline.*

returned to prison with new felony convictions.

## Parole Board

- During 2001, the parole board reviewed 618 lifer cases. Four of these lifers were paroled under the lifer law. In addition, the sentences of three lifers were commuted by the Governor and they were subsequently released on parole. All three of these commutations were for medical reasons. For these seven lifer cases, the average amount of time served before release on parole was just under 22 years.

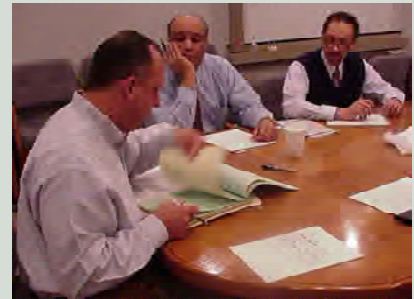
- Approximately 695 paroles were suspended before the prisoner had left the institution because of improper behavior in prison or because the Parole Board became aware of other adverse information such as a pending charge.

- The total number of cases considered by the Parole Board each year is increasing. The board considered just over 17,000 cases in 1997 and just under 23,000 cases in 2001, which represents an increase of about 35 percent. The number of cases considered is expected to increase even more as the prisoner population increases.

- Since 1991 there has been a significant decrease in the parole approval rate for assaultive and violent offenders, especially for sex offenders. For example, in 1991 the parole rate for sex offenders was more than 46 percent. In 2001, the parole rate for sex offenders was about 15%. The overall parole rate for all prisoners during 2001 was under 50 percent.

- The number of parolees returned to prison for technical parole violations has increased dramatically during the last few years. This higher number of returns reflects the department's efforts to hold offenders accountable for their behavior and to provide for the public safety. In 1997, a total of 2,674 technical parole violators were returned to prison. During 2001, more than 3,169 technical parole violators were returned. The board revoked parole in almost 90 percent of these cases. These prisoners were returned to serve additional time on the remaining portion of the sentence.

- The department has an ever-increasing number of seriously and chronically ill prisoners. During 2001, the Bureau of Health Care Services (BHCS) referred some of these prisoners for medical parole consideration. The board paroled 20 of these



*The Michigan Parole Board is made up of 10 appointees with background experience in many related fields, including law enforcement.*

prisoners in 2001. Most required total care and were placed in nursing home settings. The board and BHCS will continue to focus on this population.

**Crime Victims Data Table: (Fig. 1)**

| <u>Crime Victims Notified by Parole Board by Letter:</u>          |      |      |      |      |      |      |
|---|------|------|------|------|------|------|
| 1995  | 1996 | 1997 | 1998 | 1999 | 2000 | 2001 |
| 3106  | 3517 | 4292 | 6379 | 7271 | 7075 | 8567 |
| <u>Crime Victims Making Statements Directly to Board Members:</u> |      |      |      |      |      |      |
| 1995  | 1996 | 1997 | 1998 | 1999 | 2000 | 2001 |
| 280   | 287  | 301  | 574  | 364  | 360  | 472  |

### Prisons and Camps

During 2001, budget constraints forced the closing of Camp Waterloo after 50-some years of continuous operation. Camp Pugsley made the transition to a prison in early 2001 and at the very end of the year, Bellamy Creek Correctional Facility in Ionia took its first prisoners from the Michigan Reformatory in Ionia, which was closed for remodeling on Dec. 28.

The Charles Egeler Correctional Facility took steps toward conversion to a departmentwide reception center for all males. Parole violators who had been housed at the State Prison of Southern Michigan (SMI), which was to close early in 2002, were moved to Egeler. In December, Egeler took over operation of the Reception and Guidance Center, which had been under the purview of SMI.

At the end of 2001, there were 42 prisons, not counting the Reformatory, and 12 camps, but Camp Pellston was scheduled to close in the 2002 fiscal year as a cost-saving measure.



*At the top, Bellamy Creek Correctional Facility opened in 2001, and middle, Camp Waterloo closed in 2001. Below, the Michigan Reformatory was closed for remodeling.*

### Education

At any one time in 2001, approximately 22 percent of all offenders in prisons and camps were enrolled in formal education, such as Adult Basic Education (ABE), vocational training and General Educational Development (GED). About \$37 million is spent annually for educational programs.

The department's Education Steering Committee was reactivated with a diverse group of MDOC staff representing the budget office, central office and computer security as well as regional prison administrators, school principals and teachers. Plans were developed for a gradual phase-in of an organizational change in which specific prisons are geared toward GED programming or vocational education.

The committee also developed recommendations on how the new Reception and Guidance Center at Egeler Correctional Facility will process prisoners in the area of educational requirements.

The spending of funds for new GED Test 2002 textbooks and related materials as well as training for all GED teachers was supported. The training was to begin in January of 2002.

Training was also provided to all school principals on the changes in the GED testing process.

### Prisoner Health Care

The Bureau of Health Care Services continued work on important clinical issues in 2001. Control of infectious diseases is an important aspect of the delivery of health care, especially in the prison setting. New infectious disease guidelines have been developed and are under review for implementation in 2002. Continued use of anti-viral drugs for the treatment of HIV infection continues to substantially improve the quality and length of life while saving taxpayer dollars through reduced hospital stays.

### Michigan State Industries

During fiscal year 2001, MSI operated 34 factories in 18 prisons and one camp. Approximately 3,100 prisoners were used by the industries program during fiscal year 2001, to fill approxi-



***A welding class at the Richard A. Handlon Correctional Facility (above) and a blood pressure and temperature check at Camp Brighton, below.***

mately 1,475 permanent work assignments. Sales for FY2001 are estimated to exceed \$43.5 million.

The Secretary of State added a new "Proud To Be American" license plate to the mix of over 300 varieties of plates currently manufactured by prisoners. MSI spent overtime preparing the tooling and quickly made this plate available to meet anticipated demand. In 2001, over 17,000 Michigan customers purchased this plate for their vehicles.

MSI was proud to be a part of the team that was the first in the nation to produce a patriotic plate.

## Substance-Abuse Treatment

- Two prison-based residential treatment programs opened modeled after a program at the Cooper Street Correctional Facility. A six-month, 100-bed program for female offenders opened at Camp Branch and a nine-month, 136-bed program was opened at the Macomb Correctional Facility for medium-security males. All three programs provided treatment to 774 prisoners in 2000. Drug testing rates of 0.1 percent and preliminary recidivism rates of 9 percent were recorded and are being monitored by an independent evaluator.

- A gatekeeper was hired to coordinate referrals, placements and continued stays in residential treatment programs for offenders being supervised in the community.

- A system of assessing and targeting prisoners who are in need of substance-abuse education or treatment was formalized. It builds on an assessment process started in 1999 and provides tools for classification and other prison staff to use in referring prisoners for services. The system identifies prisoners in a systematic manner prioritizing for services those who are closest to release. Assessments have shown that 63 percent of prisoners need substance-abuse treatment and 10 percent require education.

In 2001, a total of 20,676 offenders received services in more than 100 programs across the state. This is up from the 18,644 offenders treated in 2000 and from 150 treated in the first year that the substance-abuse services unit was created in 1989.



*Proud to be American license plate made by prisoners in MSI, above, and a prisoner in the STOP II program at the Woodward Center in Detroit, below.*

### Human Resources

Budget reductions resulted in layoffs in the final months of 2001. The reduction in force bumps and layoffs were calculated by staff in this bureau and affected employees were notified. All means available, within and above the collective bargaining units and Civil Service Commission rules, were used to minimize the effects of the reduction in force. A total of 152 employees were laid off.

In 2001, a total of 1,470 trainees attended new employee school.

Central Office Personnel went through significant changes during 2001. Among those changes were the implementation of the Human Resources Management Network (HRMN). This change, which occurred on March 29, 2001, required staff to go through extensive training to change almost all their previously learned business processes.

The Office of Personnel Services developed new Civil Service classifications in 2001, including the Transportation Officer class.

In 2001, a total of 2,371 employees were randomly screened for drugs and/or alcohol. Of those tested, 20 were positive for drugs, three results were categorized as "refusal to test" (which includes adulterated or substituted samples) and two were positive for alcohol. Four employees were found positive during follow-up testing. Three were positive for drugs and one was a "refusal to test." Finally, 10 employees were positive when tested under reasonable suspicion. Two were positive for drugs and eight for alcohol.

New developments were also made in the area of disabilities management. The Work Fit Program in Jackson continued to promote wellness and injury prevention, as well as to provide on-the-job injury treatment to allow for a faster and safer return to work for employees. The program received the Gold Award from the Governor's Council on Physical Fitness, Health and Sports.

During 2001, a total of 25 employees returned to active employment either with the state or with a private employer due to the efforts of the department's Return to Work Program. The department also began participating in the Transitional Employment Program in conjunction with the Office of the State Employer.

Programs were implemented at Standish, Riverside and Huron Valley correctional facilities.



*Training for corrections officers in the Department of Corrections is some of the more extensive in the nation.*

# Facts and Figures

## Year end 2001

- Number of prisons . . . . .42  
(two more are temporarily closed.)
- Number of camps. . . . . 12  
(including the boot camp)
- Special Alternative Incarceration Program . . . . . 1
- Prisoner population (Institutions and camps) . . . . .47,563  
(up from 23,903 in 1988)
- Number of prisoners 17 and younger . . . . .154
- Number of parolees . . . . .13,976
- Number of probationers . . . . .53,992
- Number of offenders  
in Corrections Centers (halfway houses) . . . . . 455
- Number of prisoners  
on Electronic Monitoring . . . . .1,084
- Total offenders supervised by MDOC . . . . . 117,765
- FY2001 budget . . . . . \$1.6 billion
- Number of staff . . . . . 18,615 including 9,468 corrections  
officers.



Some facts about Michigan prisoners at the end of 2001:

- 96 percent were males.
- Convicted by plea: 79 percent
- The average age for men was 35 years old; the average age for women was 36.
- 54.5 percent were black; 42 percent were white; the rest include American Indians, Hispanics, and Asians.
- Percentage of prisoners at the end of 2001 serving for an assaultive crime: 62% (based on controlling sentence only). This is the same as in 2000.
- Percentage of male and female prisoners reporting a history of substance abuse:  
 Drug & alcohol: 29 percent  
 Drug only: 22 percent  
 Alcohol only: 10 percent  
 Total either or both: 61 percent
- At intake, about 49 percent reported they had not completed high school.
- 62 percent of those in prison at the end of 2001 were serving their first prison sentence.
- Percentage of prisoners housed in the various levels, administrative segregation, detention or other types of housing including reception centers\*:  
 CRP : 3.4 percent (centers and electronic monitoring)  
 Level I: 30.1 percent  
 Level II: 34.3 percent  
 Level III: 5.7 percent  
 Level IV: 10.4 percent  
 Level V: 4.0 percent  
 Level VI: 0.0 percent (Prisoners in Level VI are generally housed in administrative segregation or detention.)  
 Administrative Segregation: 4.3 percent  
 Detention: 0.78 percent  
 Reception: 1.1 percent  
 Other special use housing such as mental health, protective segregation: 5.8 percent
- At the end of 2001, there were 4,436 offenders serving life prison terms in Michigan.



- At the end of 2001, the cumulative minimum sentence of prisoners (excluding lifers) in the system was 8.0 years.
- About 34 percent of all prisoners were serving sentences of 10 years or more (including life) at the end of 2001.
- The number of sex offenders in prison at the end of 2001 decreased from 10,873 at the end of 2000 and to 10,645 at the end of 2001. (This is based on all active sentences for sex crimes.)
- Prisoner deaths in 2001:
  - homicides: 0
  - suicides: 6
  - natural causes: 97
- Number of paroles granted in 2001: 10,874
- 2001 prison commitments: 9,609 (excluding additional sentence imposed)
- Yearly costs per prisoner in FY2001:
  - Minimum (Level I): \$16,299
  - Medium/Close:
    - Level II: \$20,092
    - Level III: \$21,508
    - Level IV: \$37,354
    - Multi-Level: \$21,335
  - Maximum (Level V and VI): \$31,763
- Comparative costs:
  - Corrections Center: \$27,376
  - Electronic Monitoring: \$2,829
  - Parole/Probation Supervision: \$1,600



*\* The percents do not precisely total 100 percent because of rounding.*